THE ENVIRONMENT-ECONOMY RELATIONSHIP

A CANADIAN PARKS SERVICE PERSPECTIVE

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FOREWORD

This report was first published in September 1987 under the title "The Environment-Economy Relationship: A Perspective". It was part of the Parks Service's contribution to the departmental task force in environment and economy. Since then, the issue it addresses has evolved significantly within the Department of the Environment (DOE). Of particular note is the development of a departmental strategic direction concerning environment-economy integration. This direction was tabled and adopted by the [BEnvironment Management Committee (EMC) on February 29, 1988.

The Parks Service subsequently prepared a work plan that ties in with the departmental strategic direction. This plan was presented at the EMC's March 28, 1988 meeting. It summarizes various activities which the Canadian Parks Service (CPS) intends to pursue in order to help achieve DOE environment-economy integration objectives.

The document presenting DOE's strategic direction and the CPS's work plan in this area are included as appendices to the report.

Other relatively minor changes have also been made in the report (e.g. modification of the agency's name from "Environment Canada-Parks" to "Canadian Parks Service"). However, the basic message of the report and the position it conveys concerning the environment-economy relationship in the Parks Service context remains the same.

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INTRODUCTION

The World Conservation Strategy (WCS), produced in 1980 by the International Union for Conservation of Nature and Natural Resources (IUCN) and endorsed by Canada and 33 other countries in 1981, calls for a more integrated approach to economic development, through the conservation of living resources. As such, the concept of sustainable development of resources represents the central objective behind this global strategy. This concept is, in fact, central to the argument presented in the World Commission on Environment and Economy's report (Brundtland Commission, 1987). Furthermore, the Convention concerning the World Culture and National Heritage (signed by Canada in 1976) points to the significance of, not only natural, but also cultural resource conservation as a major international objective.

Through the Canadian Parks Service, Environment Canada contributes to the national achievement of these global objectives. The establishment, development, management and operation of natural parks, as well as historic parks, sites, canals and heritage rivers, simultaneously contribute to the protection and perpetuation of our natural and cultural heritage per se, and to the sustainable development of Canada's economy. As such, the more than century-old efforts to maintain and expand the natural and cultural heritage system constitutes a productive allocation of resources which benefits the environment while acting as a generator and facilitator of continued economic activity.

DEFINING ENVIRONMENT AND ECONOMY

The concepts of environment and economy are subject to a wide range of meaning. Clarification of these notions as they relate to the Parks Service therefore helps grasp the dynamic relationship between heritage resource conservation and economic development in this particular context.

The environment comprises both natural and human-influenced or human-made elements. The natural environment encompasses biological and physical resources which have evolved without the interference from human beings. Such environments are today largely non-existent. Preservation of natural environments therefore involves the protection, in-so-far as is possible, of the various elements of nature, such as air, water, fauna, flora, soils and minerals, from degradation or inappropriate uses. Required active management programs are directed towards lessening human-caused alterations from external or internal

sources of natural processes and restoring natural balance. The establishment of protected areas, such as national parks for example, can provide numerous species with large tracts of undisturbed habitat they require in their on-going struggle for survival. Such protected areas are best suited for the long term maintenance of genetic resource diversity. Vegetation of wilderness areas provides numerous benefits including maintenance and regulation of watershed, soil stability, growth, and enhanced air quality.

The cultural environment, for its part, is the product of civilization; a creation of human intervention as opposed to the evolution of the natural environment. It is the result of society's effort in surrounding itself with an environment which separates itself from nature. The cultural environment can be abstract and intangible, as in the case of societal values, or tangible, such as structures or habitats. The role of heritage conservation is reflected in the preservation and interpretation of historic and prehistoric remains of the cultural environment and relating them to the present. The integration of the past with today's society consists in preserving movable property (artifacts) or immovable property (buildings or street-scapes). The cultural environment may be present in a static state, such as heritage property zones, forming part of the urban landscape.

The concept of economy refers to the production, distribution and consumption of goods and services within society. From an economic perspective, a country can be viewed as a global market place where a large number of economic agents meet to produce and exchange these goods and services. Three major types of economic agents are usually identified: private firms which are engaged in producing millions of goods and services in order to increase their wealth; individuals who work in a number of occupations and who purchase a wide variety of products to satisfy their needs; and governments which are involved in the provision of goods and services that residents of the country want but cannot obtain in sufficient amounts by private means.

The Canadian Parks Service is responsible for the management of a system of natural and historic parks which serve to protect significant examples of Canada's natural and cultural heritage and to meet the on-going demand for recreational facilities and services. In its role as an economic agent in providing public goods, the Parks Service expends large sums of monies for the establishment, development and operation of such national heritage locations. Moreover, properties and facilities managed by the Parks Service attract a significant number of visitors to areas where the majority of parks are located, away from large urban centres. Expenditures made by visitors en route to their destination and during their stay in these areas generate additional economic activity.

The construction and services sectors are the main beneficiaries of Parks Service and park related visitor expenditures. In addition to reflecting individual and collective preferences, recreation investments made by the Canadian Parks Service helps reduce regional disparities by redistributing income to economic regions suffering from longer term unemployment. It also helps attain broader government objectives of balanced wealth distribution between regions of the country.

Environmental protection and economic development through heritage resource conservation is not, at least for Environment Canada, inevitably in conflict as is sometimes portrayed. For, as the IUCN points out, there is a twofold irony in the conflicts between those concerned with conservation and those with development.

> First, the threats to the species and areas which the classical conservationists face and seek to overcome - habitat degradation and over-exploitation of resources - are exactly the same as the threats to human welfare which the developers face and seek to overcome. Second, development cannot succeed and be sustainable unless it is based on sound ecological conservation principles, and equally, conservation cannot succeed unless sound, sustainable development provides the human population with a better than subsistence existence.[1]

The concept of sustainable development enunciated by the IUCN summarizes well the meaning which the Parks Service, throughout its history, has given to the relationship that it perceived must exist between the protection of the environment and economic development. It may be summarized by the simple yet meaningful statement that what is good for the environment is also good for the economy.

THE CANADIAN PARKS SERVICE AND THE MANAGEMENT OF NATIONAL HERITAGE RESOURCES

The Parks Service's first and foremost objective is the protection and conservation of Canada's natural and cultural heritage. Goals of economic development are established, sought out and attained through the performance of this mandate.

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1. Jeffrey A. McNeely and Kenton R. Miller (eds.), National Parks, Conservation and Development: The Role of Protected Areas in Sustaining Society, IUCN, 1984, p. 51.

The Canadian Parks Service's Mandate

The Service's mandate is to protect for all time those places which are significant examples of Canada's natural and cultural heritage and also to encourage public understanding, appreciation and enjoyment of this heritage in ways which leave it unimpaired for future generations.

At present, the national parks system covers about two percent of Canada's land mass. There are 34 national parks preserving natural areas which are representative of the major natural environment of Canada. Marine parks and other national parks will be added to complete the system.*

The Parks Service also administers nine heritage canals, four Canadian heritage rivers, two co-operative heritage areas and over 80 national historic parks and sites. In addition to the land, physical assets have been assessed at $3.25 billion for the system.

The Canadian Parks Service is an operational program. Aside from the functions related to resource protection (e.g. the national park warden service), the Service offers a wide variety of facilities and services to the public in the form of historic sites, as well as campgrounds, trails, information, orientation and interpretation services, hot pools, etc., available in numerous locations throughout the country. Parks operates and maintains natural or historic parks, sites and canals in various regions of every province and in both territories.

The Service's products are consumed by a very large and diversified regional, provincial, national and international public. Figure 1 summarizes trends in total attendance to national parks and national historic parks and sites since 1955.

From 1955, when less than 5 million visits were made to the Parks Service's administered heritage places, until the early 1980's, these heritage locations experienced a generally increasing volume of visitation. Since then, however, attendance levelled off at about 25 million visits annually.

With the notable exception of the mountain parks of Banff and Jasper and some national historic parks, such as Louisbourg, which cater to a significant national and international audience,

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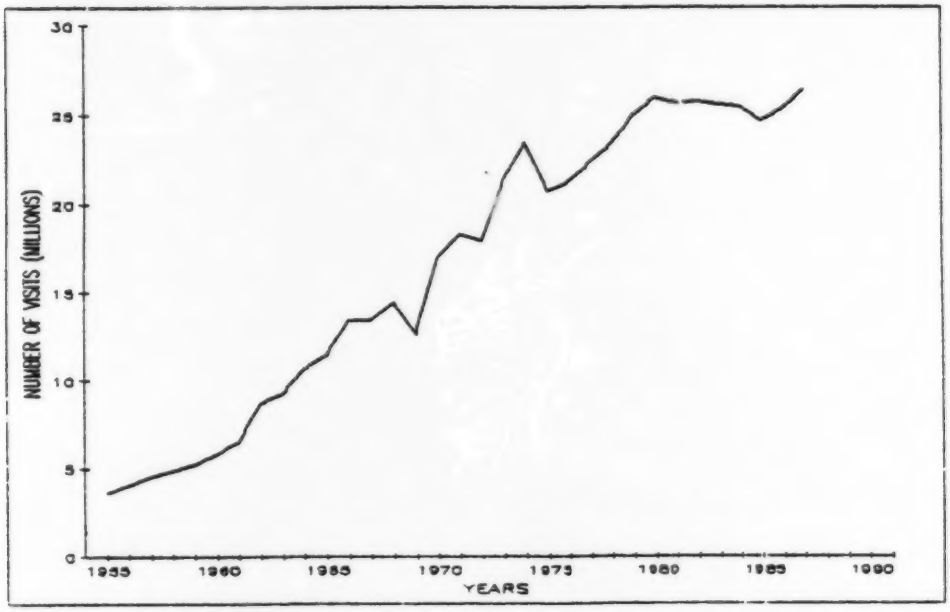
* Two separate agreements have recently been signed between the Federal Government and the Provinces of Ontario and British Columbia for the establishment of national parks in the Bruce Peninsula and in South Moresby respectively.

the natural and historic assets operated by the Service are visited mainly by people living within a relatively short distance of individual parks and sites.

FIGURE 1

NATIONAL PARKS AND NATIONAL HISTORIC PARKS AND SITES ATTENDANCE 1955 - 1987



National parks, such as Banff and Prince Edward Island National Parks and a number of historic parks, such as the Halifax Citadel and the Fortress of Louisbourg, have learned to manage with a relatively large population of visitors. Banff, for example, receives approximately 3.2 million visitor entries annually, while Halifax Citadel entries total approximately 360,000 per year. These visitors comprise a wide assortment of users ranging from the experienced mountain climbers to the historic buff and the more common picnic enthusiast. They include members of the leisure and recreation-seeking public of all age groups and of different origins. Other parks, such as Nahanni, which receives less than a thousand visitors each year, cater to a more limited and specialized clientele, such as those interested in extended backcountry canoe trips.

In order to protect the resources and facilitate their appreciation and enjoyment by the public, the Parks Service has

subdivided its program into three activity areas, namely park development, park operation, as well as program management and technical services. Park development involves policy setting, research and planning, as well as the acquisition, conservation and development of heritage places. Major park operation related activities involve resource protection and management, information and visitor services, park maintenance, and park supervision. The third activity involves program management and administrative services, as well as engineering and architectural services.

The primacy of environmental protection and conservation over all other forms of endeavour, including economic development, is well established, dating back to the Rocky ountain Park Act of 1885. On the question of regional integration and economic development, the Canadian Parks Service's policy is unequivocal when it states that it "will seek to integrate elements of the (Canadian Parks Service) system with surrounding regions so as to have a positive social, economic and physical impact".

However, the Parks Service's policy also stipulates that: "Concern for the impact of its action does not imply that (the Canadian Parks Service) is primarily a program of regional, social or economic development". Conservation and protection are therefore formally recognized as the thrust behind the establishment of the Parks Service. Economic development and other social and economic policies become important instruments in the Service's overall strategy of protection and conservation and as a necessary and vital way to make its programs and services available to the public. Thus, it is the Parks Service's policy to have commercial services and facilities, such as hotels, stores and service stations and park administration buildings, located wherever feasible, in communities adjacent to national parks, with considerations being given to minimizing potential long term disruptions to the social and economic life in the adjacent communities.

The park system is now widely recognized as a priceless national treasure. For example, as part of nationally protected areas, natural parks have recently been portrayed as in situ banks of wild genetic resources.[1]

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1. Robert and Christine Prescott-Allen, "Protected Areas as Gene Banks", Correspondence to the Canadian Assembly on National Parks and Protected Areas, in Heritage for Tomorrow, 1985, Vol. 5, p. 211-212.

As the Parks Service enters its second century, it does so with a renewed commitment to its mandate of national natural and cultural heritage resource conservation and protection. To this effect, amendments to the National Parks Act will strengthen the Service's mandate and will increase its ability to resist pressures that now threaten some of the parks within the system. The proposed new legislation will limit the expansion of townsites and service centres within the parks, as well as contain corridor development and commercial encroachment.

Planning Mechanisms

The Canadian Parks Service's dual mandate of preserving and presenting heritage resources therefore calls for a sound management strategy that allows tensions between resource conservation and use to be addressed. Ultimately, this approach aims to achieve the Service's goal of maintaining these resources and facilitating their renewal for the appreciation of present and future generations. Various planning mechanisms have been developed or made available to the Service in order to facilitate the management of natural and historic resources under its responsibility.

One such key tool, the management plan, represents the Parks Service's efforts to balance the long term resource protection objective central to its mandate with the visitor appreciation/enjoyment objective and associated economic and commercial development. A management plan outlines the overall long term conservation, development, management and operation for an individual national park, site or canal. In Canada's national parks, the resource conservation strategy, which forms a central part of the overall management planning activity, revolves around a well established and recognized five-level land zoning system. This planning framework was put in place in order to provide balance between the need to conserve the natural resources for which individual parks are established and the need to allow present and future generations of Canadians and other members of the visiting public to appreciate and enjoy these representative samples of Canada's rich resource base.

The main purposes of zoning a national park can be summarized as follows:

- to provide a basis for management programs to protect and maintain park resources;
- to allocate land for appropriate degrees of protection and use;
- to provide a basis for park use and development programs in a way which protects and maintains park resources;
- to control the amount of use compatible with the nature of the area; and
- to control the type and style of access.

Zoning park lands therefore serves the purposes of conserving flora, fauna and physical terrains in relatively undisturbed conditions. In turn, the preservation of the use of the parks' natural resources ensures the continuing availability of these resources to the public. Consequently, zoning plays an indirect but very significant role in maintaining park related economic activities, particularly in the fast growing tourism sector. This results in benefits to adjacent communities and numerous business enterprises, in terms of employment opportunities and revenues, thereby helping to increase the overall quality of life in Canada.

A management plan also deals with matters pertaining to resource and land uses outside the boundaries of the park. Integration of a particular park with its surrounding region is therefore an important dimension of management planning. It recognizes the fact that neither the park nor the surrounding natural, cultural, social and economic environment can operate in total disregard for one another.

This principle applies, not only to the development of resource conservation strategies, but also to marketing planning. The Parks Service is now in the process of elaborating a strategy to better position its assets in terms of their relative role as tourism products available in different tourist areas. This involves circumscribing visitor markets, identifying their needs or demands, which can be accommodated within the limits of the Parks Service's mandate, planning visitor services accordingly and promoting parks or sites with the purpose of making their potential visitors aware of the educational, leisure, recreational or other opportunities. As such, marketing planning helps the Parks Service prepare its resource management strategy with a better knowledge of its visitor population. It simultaneously allows potential users of its assets to better understand and plan their historic and natural resource experience. This way, improved marketing of national parks and national historic parks, sites and canals could result in increased economic benefits to various regions and to Canada as a whole.

However, the Parks Service's marketing planning efforts are bound to affect services offered outside, as well as within, parks and sites. Because of this, surrounding communities in general and members of the tourism industry in particular need to be involved in the development and implementation of such a strategy. By considering and responding to regional and national resource conservation strategies, as well as tourism and other regional and national economic development planning efforts, the Service is therefore able to better blend into the surrounding environment. In the long run, this can only result in improved environmental protection and in sustained economic development.

Individual investment projects within the Parks Service are also planned with long term resource maintenance and renewal in mind. At this point, preventive resource management mainly occurs through the Canadian Parks Service's application of the federal Environmental Assessment and Review Process (EARP) to all proposed investment projects within national park boundaries.

Be it for major undertakings, such as the twinning of the Trans-Canada Highway in Banff National Park, the construction of a lengthy railway tunnel in Glacier National Park or the simple restoration of a park campground theatre, the basic principles and the process to be applied are the same. Projects are reviewed to identify and assess the significance of all potential ecological effects, as well as socio-economic repercussions directly flowing from the impacts on natural resources associated with the proposed initiative. Measures to mitigate negative impacts are then determined and incorporated into the proposals and impact monitoring requirements are identified.

The application of EARP allows the Parks Service to organize its environmental protection strategy and ensure the continuity of its activities over time. In so doing, EARP facilitates a more harmonious integration of economic and social efforts with the fundamental, long term objective of protecting and conserving natural resources for future generations. EARP helps to limit future complications which, under a less controlled approach, could prove both environmentally and economically costly.

THE ECONOMIC DIMENSION OF ENVIRONMENTAL PROTECTION

The economic significance of the environmental protection role of the Parks Service may be appreciated from different angles. Benefits, such as cleaner air and improved water supplies, scientific research opportunities, conservation of species and gene pools, outdoor recreation and tourism opportunities, educational awareness, improved health, regional economic development, etc., have all been associated with the existence of natural and cultural parks in Canada. The social and economic dimension of these different benefits, however, varies and is more or less difficult to measure.

Through its participation in major undertakings, such as the Canadian Outdoor Recreation Demand Study (CORDS) in the 1970's, the Parks Service contributed to the development of methods to estimate some of the benefits accruing from the field of recreation. Using these techniques, the Service, for example, estimated the value of the consumer surplus as a measure of people's willingness to pay for environmental protection and appreciation. Although sometimes difficult to apply, these concepts can provide valuable information on the not so evident, but nevertheless significant, value of the Parks Service to the Canadian economy.

In addition, the benefits that Canadians derive from the conservation of significant Canadian examples of natural and cultural resources, such as improved health and fitness, can be measured in terms of what Canadians are willing to sacrifice for resource protection in order to gain a certain level of well-being. The social and economic value Canadians place on these benefits may be measured, for example, through polls and the political process.

Economic benefits associated with the Parks Service's effort to conserve significant Canadian examples of natural and cultural resources, protect unique or endangered species and provide recreational opportunities through the development and operation of the park system may also be measured in terms of revenue generation and employment opportunities available as a result of this endeavour. Even though resource protection and conservation take precedence, this positive outcome of the Service's effort is far from negligible.

Over the past several years, the need to measure the economic dimensions of the Service has resulted in the production of analyses of the economic impact of the Parks Service. Computerized models have been developed within the Service to facilitate this analytic work. The results provide both management and the public with information on the economic significance of the Parks Service's effort to safeguard samples of Canada's cultural and natural heritage for future generations. The following outlines some of the economic impacts of the Parks Service on a national scale and provides examples of such impact resulting from the management and operation of specific parks.

The immediate impact of the Parks Service on the Canadian economy results from the expenditures of approximately $300 million, made annually by the Service to manage existing assets; and from a roughly equal amount in visitor spending attributable to national heritage locations administered by the Service. In fiscal year 1984-85, the most recent year for which national data is available, the Service and visitor expenditures totalled $614.7 million, an amount which resulted in an increase in the gross domestic product (the total value added to goods and services produced in the Canadian economy) of almost $900 million. In addition, such expenditures accounted for more than 34,000 person-years of employment including about 5,600 Parks Service staff. Labour income in Canada increased by almost $600 million as a result.

Federal, provincial and local governments collected nearly $145 million in taxes, duties and royalties from this economic activity, of which approximately $43 million went to the federal treasury. The Parks Service also contributes positively to the nation's balance of payments by attracting international

visitors. Spending attributable to approximately 3.3 million foreign visitors visiting national heritage locations in 1984-85 is estimated at about $50 million.

Transportation, retail trade, accommodation, food and restaurants and other tertiary sector industries and businesses benefit the most from park related spending. Over 60% of the impacts are realized within this sector. It is mainly due to visitors who come to visit the parks and who spend almost all of their money in the tertiary sector. Studies show that money spent by visitors in travel and during visits to the parks are concentrated mainly in the areas of transportation ($125.3M in 84/85), accommodation ($47.9M) and food and beverages (99.8M). An examination of the Parks Service's expenditure patterns reveals that, for its part, the Parks Service spends approximately 50% of its purchase of goods and services in the tertiary sector, with another 15% going to the construction sector, mainly as a result of the recapitalization of existing infrastructure (e.g. visitor reception centres, campgrounds, roads, bridges, etc.).

To these amounts must be added the expenditures made by the private sector in providing and maintaining visitor-related facilities, such as hotels, motels, restaurants, ski facilities or other personalized services, as well as those expenditures made by other federal government departments, such as DRIE, Transport Canada and Indian and Northern Affairs, and by provincial and territorial governments who provide tourist or public services as part of their mandate.

The significance of the pattern of park related spending lies in the fact that these expenditures are made for the most part in remote and often economically depressed areas where most parks are located. A cursory examination reveals that more than 70% of the Service's heritage locations are in areas which qualify for additional financial support for private sector initiatives under the Industrial and Regional Development Program (managed by DRIE). Under this program, the amount of assistance is set according to the level of regional disparity. This is measured primarily by looking at levels of employment and income in census divisions and the fiscal capacity of the province. In those areas with limited local economic infrastructure and where economic stimulation and job creation are often needed, the Parks Service's spending serves indirectly as a means of redressing disparities in regional incomes and employment. It consequently has redistributive effect across the country.

By its very presence, the Parks Service helps diversify the economy of these regions and, as a result, contributes to their economic well-being and stability. In short, many of the national heritage locations make a continuing and stable economic

contribution which contrast with many short-lived resource development projects. Local economies are stimulated through the payment of wages and salaries to park employees and through the purchase of goods and services, both by the park itself and by its visitors.

The economic performance of the northern parks of Wood Buffalo, Nahanni, Kluane and Auyuittuq demonstrates the importance of these parks in the overall economic well-being of the territories where they are located. A recent study has shown that the direct territorial income impact of $3.2 million derived from parks and visitor spending compares favourably with that of other renewable resource based industries in the territories (e.g. fishing, hunting, trapping), estimated at $4.4 million. Table 1 summarizes the overall impacts resulting from the Parks Service and park visitor spending on the economy of the Yukon and Northwest Territories.

TABLE 1

FOUR NORTHERN NATIONAL PARKS
ESTIMATE OF ANNUAL ECONOMIC IMPACT
YUKON AND NORTHWEST TERRITORIES
1983/84
($000 1984)

SOURCE OF IMPACT	LABOUR INCOME	GDP	EMPLOYMENT
PARKS SERVICE			
Payment of wages and salaries	$3,500	$3,750	145
Purchase of goods and services	645	810	26
VISITOR EXPENDITURES	325	384	19
TOTAL	$4,470	$4,944	190

Expenditures made in the territories

Parks Service:	
a) Payment of wages and salaries	$2,500
b) Purchase of goods and services	$1,500
Visitor Expenditures:	$ 540

SOURCE: Economic Performance of Four Northern National Parks/Reserves, InterGroup Consultants Limited, 1985

Historic heritage preservation efforts within the Parks Service also generate economic impacts. The Fortress of Louisbourg National Historic Park provides a case in point. The Fortress was reconstructed starting in 1961, to serve as a significant cultural example of Canada's early history. In addition, this major undertaking aimed to provide employment and retraining for unemployed Cape Breton coal miners.

As Table 2 indicates, expenditures made by the Parks Service and visitors in 1985 alone generated $6.7 million in labour income and approximately 300 person-years of employment.

Through its role as an agent of regional economic development, the Fortress of Louisbourg stands out as an example of the type and importance of economic activity which can be generated by adhering to the Parks Service's mandate of conservation and protection of significant examples of Canada's natural and cultural heritage.

TABLE 2

FORTRESS OF LOUISBOURG NATIONAL HISTORIC PARK
ESTIMATE OF ANNUAL ECONOMIC IMPACT
PROVINCE OF NOVA SCOTIA
1985
($000 1985)

SOURCE OF IMPACT	LABOUR INCOME	EMPLOYMENT
Parks Service Expenditures	$5,257	209
Visitor Expenditures	$1,483	78
TOTAL	$6,740	287

Expenditures made in Nova Scotia

Parks Service	$5,422
Visitor	$2,963

SOURCE: Socio-Economic Branch, Canadian Parks Service, 1987

While the above examples offer a general outline of the significance of the Parks Service in terms of employment and income generation, the actual form this economic dimension takes will vary across the country. However, where national parks and sites have been established, the economy of the surrounding

region will usually experience a certain pattern of development which reflects, in whole or in part, resource uses (tourist and recreational) prevalent in these parks and sites. This local economic activity will either occur in townsites and visitor centres within the boundaries of a park, or in communities and individual establishments adjacent to the park or site. In both circumstances, the need to protect and preserve the heritage resources remains central to the Parks Service's concern, since the maintenance and reproduction of this heritage is essential to the sustained prosperity of these operations and to the well-being of many, if not the majority, of local residents.

The town of Banff, located in Banff National Park, provides an example of the dependency of economic development on a conservative policy of protection of the environment. Banff National Park covers an area of 6,641 km^2 which receives some 3.2 million visitors yearly who come to admire its incomparable features. Banff is a year-round park which experiences its heaviest use in the summer months and during winter, although visitation in early autumn and late spring has increased in recent years. Facilities to accommodate the influx of visitors are located in the town of Banff and in Lake Louise.

The town, located at the southern entrance to the park, was established as a resort centre during the development of the national railroad system to provide for the needs of the early visitors to the park. Since that time, Banff has developed and flourished in tandem with the vagaries of overall use patterns and evolving visitor needs. What was once but a small resort is today the home of some 7,300 people. The town offers employment to 6,175 workers ministering to the needs of visitors whose length of stay in the town approximated 2.8 million visitor days in 1986.

The town's economic base is obviously tourism. The wide range of services and facilities offered to visitors include retail outlets, hotels and motels, food and beverage outlets, financial and professional services, and transportation and communication services. This mix of business reflects the prevalence of the tourism industry to a degree seldom equalled in other Canadian cities and towns. On the basis of the number of outlets, retailing is the largest component of the commercial sector in Banff. A study of commercial use in Banff found that retail establishments, when combined with eating and drinking facilities, accounted for close to 45% of total commercial outlets in Banff. The downtown core is almost exclusively oriented towards the tourist, with the largest category of facilities comprising eating and drinking establishments followed by a variety of outlets, such as gift shops, jewellery stores, as well as camera/photo finishing and sporting goods outlets.

The prospect for the economic growth of the town of Banff appears positive. The above mentioned study also projected that a total of close to four million visitor days would be reached by year 2005, an increase of some 1.2 million visitor days over 1986. On this basis, and given the normal growth of the town, it is estimated that some 278,000 and 347,000 square feet of floor space for retail and for eating and drinking respectively may be required by the year 2005, along with 3,900 hotel and motel rooms.

In this context, issues such as townsite boundary, density of development within the community, the impacts of the townsite on natural resources and values and continued growth and development, all need to be addressed by the Service and other public and private agencies, as well as individuals, in developing an overall management strategy for the community. In the final analysis however, the real prospects for the economic growth of the town of Banff is closely linked with the sustained and continued attractiveness of the park and to the quality of its natural resource.

THE ECONOMIC VALUE OF INCREASING ENVIRONMENTAL PROTECTION: EXPANDING THE NATIONAL PARK SYSTEM

The Canadian Parks Service's attempt to increase its presence in heritage resource conservation is best exemplified by the continued expansion of the system of natural and cultural parks under its responsibility. Furthermore, this addition of national parks and national historic parks and sites also generates sustained economic activity.

The economic impacts resulting from the establishment of new parks are derived from many sources, and the amounts spent differ from park to park. The creation of a new park gives rise to considerable investment required for the development of facilities necessary for the operation of the park, such as staff housing and administrative facilities, and for the provision of services to visitors, be it in the form of day-use facilities, trails, visitor reception centres and campgrounds. Other visitor services/facilities are put in place by the private sector, other federal government departments and other levels of government. These expenditures take the form of wharves, roads, marinas, cultural centres and other basic regional infrastructure facilities, and represent, for the main part, expenditures which would normally not have been made had the park not been established. Spending by visitors, who are attracted to the area because of the presence of the park, represent an additional and noteworthy source of impact.

In order to advise management on social and economic issues relating to traditional resource use, visitor use and regional integration, and in order to quantify and establish the relative importance of these economic factors, the Service undertakes socio-economic impact studies to determine the effects that the establishment of a new national park would have on the provincial and local areas. An impact study helps to determine the feasibility of a proposed new park. If an agreement is reached on its establishment, results of the analysis facilitate the implementation of appropriate measures required to ensure that benefits to local residents are maximized, negative impacts are identified and, where applicable, corrective measures are taken.

Table 3 presents information from two recent socio-economic studies. These results illustrate the importance of economic factors which may result from park establishment. These two initiatives depict, to a varying degree, different economic perspectives. The economic problematic of creating a park in South Moresby on the Queen Charlotte Islands focused on the identification and quantification of those opportunity costs associated with the cessation of intensive logging activity, both planned and on-going, in the proposed park area. Results obtained from the study showed that the logging and associated activity would have a far greater impact on the economy of British Columbia over the ten years covered by the estimate than a park and its related visitor expenditures could expect to have over a comparable period.

TABLE 3

SOUTH MORESBY AND MINGAN ARCHIPELAGO NATIONAL PARK RESERVES ANNUAL ESTIMATES OF LABOUR INCOME AND EMPLOYMENT PROVINCIAL AND LOCAL AREAS ($000)

PARK	LABOUR INCOME		EMPLOYMENT	
	Local	Provincial	Local	Provincial
Mingan Archipelago	$1,500	N/A	45	N/A
South Moresby	$4,000	$8,200	190	394

SOURCE: Socio-Economic Branch, Canadian Parks Service, Mingan Archipelago (1984) and South Moresby (1987)

However, the study also demonstrated that, on the local front, the proposed national park could expect to have a more significant impact than did logging. Furthermore, the study showed that positive economic benefits would continue to be

derived far beyond the ten year horizon of the logging activity. These and other findings provided sound supporting evidence for the establishment of the national park when combined with those benefits derived from the preservation of a significant example of Canada's natural heritage.

The situation in the Mingan Archipelago National Park Reserve differed from that of South Moresby. Because the land mass which forms the park was acquired in fee simple from a private entity, the relevant socio-economic issues focused, not so much on alternative land uses and economic opportunity costs, as on the socio-economic integration of the park into the adjoining communities and on the maximization of economic benefits. Findings of the socio-economic impact study provided essential information on existing and potential visitor markets to planners and helped the development of a proposed mix of park facilities and services likely to attract more visitors to the park, thus indirectly increasing benefits accruing to local residents. Visitation at the Mingan Archipelago National Park Reserve has in fact doubled since its first operational year, from 10,500 to 21,000 visits between 1984 and 1986. This significant increase has occurred in spite of limited facilities and services available in the park at this time.

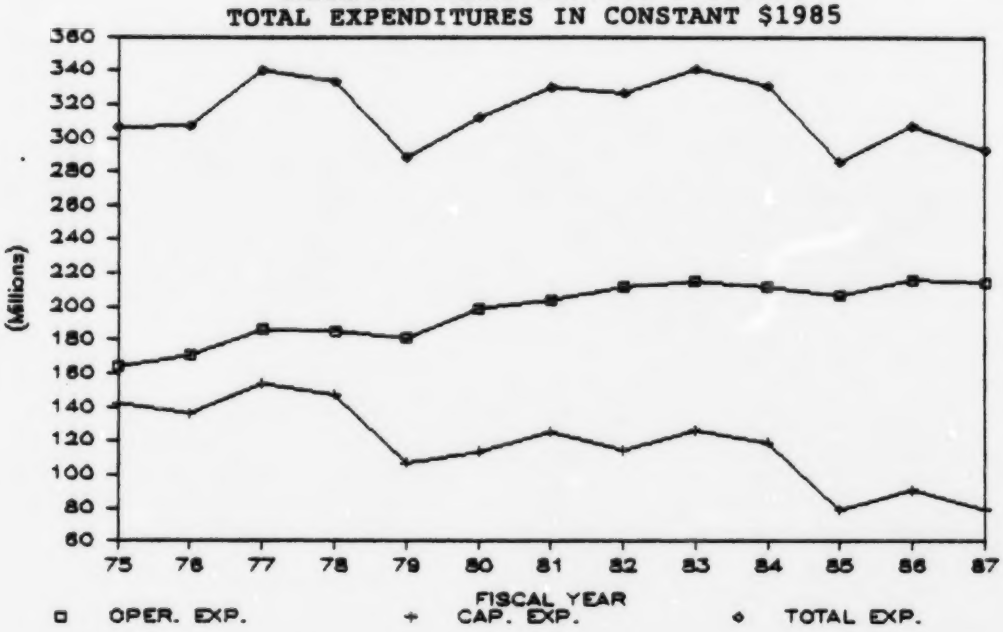
ENVIRONMENTAL PROTECTION AND ECONOMIC DEVELOPMENT IN TIMES OF RESTRAINT

An important challenge facing the Parks Service is the level of funding it receives. This affects its activities in natural and cultural heritage protection and its ability to generate economic development. Figure 2 depicts the general downward trend in funding since 1975. This decrease has been most prevalent within the capital component of the Service, which has undergone a reduction of 24 percent ($27.4 million) since 1983-84.

The downward resourcing shifts prevail in spite of additional demands made upon the Service after years of expansion and development. In fact, from the late 60's to the present, fifteen new parks were acquired (from 19 to 34), in excess of 40 national historic parks and sites were either acquired or became operational and nine canals were transferred to the Canadian Parks Service from the Ministry of Transport. Concurrently, there has been substantial growth in terms of new facilities and in enhancements to the interpretation and visitor services within established parks and sites.

FIGURE 2

CANADIAN PARKS SERVICE'S BUDGET
TOTAL EXPENDITURES IN CONSTANT $1985



Emphasis on the development of additional parks and on new facilities within established parks, combined with decreasing capital budgetary allotments, have resulted in serious dislocations in the Service's ability to meet its requirements. Although program direction and priorities contained in recent data call letters have all emphasized resource protection issues, questions have been raised on the Service's capacity to both meet resource protection needs in existing parks and sites and provide an adequate level of resource protection at such new parks as Ellesmere, Pacific Rim, Northern Yukon, Grasslands and Bruce Peninsula.

The presentation and interpretation activities appear to be in even more dire straits, with important recapitalization projects associated with visitor facilities and exhibits having been deferred or cancelled. Many facilities are presently at a level such that, without supplementary funding, they will no longer suffice to meet interpretation and visitor service demand.

The Parks Service is examining measures to alleviate the impact of the shortfall in resourcing caused by lower budgetary allocations. These include attempts to divest itself of responsibilities, such as the maintenance of the Trans-Canada Highway and the management of townsites, both considered by the Parks Service not to be within its mandate. It is also attempting to devolve itself of certain assets judged of lower heritage significance and to contract with the private sector for

the delivery of selected services and for the operation of facilities. These matters are currently being pursued.

CONCLUSION

As a program aimed at protecting and perpetuating Canada's rich and diversified natural and cultural environment, the Canadian Parks Service plays a significant part in the World Conservation Strategy's goal to achieve global sustainable development. The efforts deployed by the Parks Service in developing, maintaining, expanding and promoting its systems of national parks, historic parks and sites, canals and heritage rivers generate immediate and tangible economic benefits both in the form of the Parks Service related salaries and expenditures and of monies spent by visitors who come to learn, appreciate and enjoy this particular type of natural or cultural resource.

Be it through the zoning system in place for national parks, the application of the Federal Environmental Assessment and Review Process, or the various analyses conducted as part of planning activities, the Parks Service has demonstrated its capacity to work towards the fulfilment of the environmental protection aspect of its mandate. At the same time, it acts as a stimulus for economic development at a local, regional, provincial and national level, bringing stability to many communities and contributing to the continued prosperity of many regions with benefits to Canada as a whole.

In its recently published report, the Minister of Environment's Task Force on Parks Establishment concludes that: "...when the economic dimension is added to the conservation case for new national parks, the overall justification for action is solid."[1] To a certain extent, this conclusion could also apply to the overall management of the entire Parks Service.

In the short term, the protection and appreciation dimensions of the Parks Service's mandate may appear contradictory because of restrictions imposed on use of park lands and resources. In the longer term however, this management strategy can only serve to ensure the continued viability of both the natural and cultural environment it aims to preserve and the associated economic activity it serves to generate.

From this viewpoint, the Parks Service helps Canada achieve global environmental protection objectives. It also represents a major mechanism by which sustainable development is facilitated. In the process, it demonstrates its significant role as a generator of economic activity in Canada.

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1. Task Force on Park Establishment (Canada), Our Parks-Vision for the 21st Century, Environment Canada-Parks, 1987, p. 17.

APPENDIX I

A STRATEGIC DIRECTION FOR ENVIRONMENT CANADA

NOTE: This appendix presents the direction that the Department intends to follow in dealing with the question of environment-economy. The document was prepared by an intradepartmental working group. It was tabled and adopted by the Environment Management Committee at a meeting held on February 29, 1988.

MAKING THE ECONOMY AND ENVIRONMENT PARTNERSHIP WORK

A STRATEGIC DIRECTION FOR ENVIRONMENT CANADA

RATIONALE

Need for a Departmental Strategic Direction for the Economy-Environment Thrust

This proposal for a strategic direction is being brought forward at this time in order to consolidate the department's thinking on how best to manage its short and long-term responses to directions received from Cabinet on Economy and Environment and the Environmental Quality Policy Framework (EQPF), to the CCREM National Task Force Recommendations on Environment-Economy and to the Brundtland Report. It is designed to clarify the language and rationale for departmental efforts in this area of environment-economy parterships, and to give a focus to many disconnected activities already underway or planned within the various branches.

The adoption of this strategic direction would emphasize the Department's role as a partner with economic interests - a partner who is prepared to better anticipate and respond to these external interests while advancing its own objectives. The proposal builds on the department's existing capacities and strengths while encouraging greater emphasis on shared and/or complementary action across DOE program areas. It is designed to bring the department further in tune with current reality and anticipated trends by:

- mobilizing key constituencies and raising the department's credibility with business and economic decision-makers.

- providing a more direct association with federal government policy and budget priorities -- regional development initiatives, science and technology, "contracting out/devolution/divestiture" and consensus-building.

- optimizing the department's opportunities for influencing OGDs through horizontal management legitimized by EQPF.

- providing a basis for placing a value on environmental services and activities.

- Optimizing the department's current A-base contribution to economic activity.

- providing a useful planning tool, applicable to all elements of the department, which places diverse initiatives in a broader context.

MAKING THE ECONOMY AND ENVIRONMENT PARTNERSHIP WORK

OBJECTIVE

Environment Canada will work towards the conservation and enhancement of environmental quality, will promote environmentally sound development, and will contribute to economic activity by:

SUB-OBJECTIVES

- seeking to have environmental considerations included at the earliest possible stage of economic decision-making.
- broadening environmental decision-making to take into account economic considerations.
- promoting environmental industries and the development of environmentally sound technologies.
- providing Departmental science, products and services in a way that optimizes benefits to national and regional economies.

APPROACHES

Environment Canada will use the following approaches to meet the environment-economy objective:

1) Build Support within the Department
2) Expand Science/Knowledge Base
3) Optimize Economic Benefits
4) Build Constituency/Partner Support
5) Adopt Anticipatory, Preventative and Adaptive Strategies
6) Communicate and Educate

1) BUILD SUPPORT WITHIN THE DEPARTMENT

It is necessary that there be a common understanding of the economy/environment objective and that all elements of the Department commit themselves to contributing to achieving that objective.

- Demonstrate senior management commitment through action which:
  - Articulates clearly
    - what results are expected
    - who has been assigned accountability
    - how performance will be evaluated
  - Explains and reinforces the strategic direction through staff orientation and training
  - Creates and maintains a Departmental network to foster cross fertilization of ideas and joint initiatives
  - Encourages the identification and expansion of DOE E/E expertise
  - Communicates and celebrates Departmental successes

2) EXPAND SCIENCE/KNOWLEDGE BASE

A strengthened knowledge base of socio-economics, environmental science and technology and their interaction is required.

- Identify feasibility and utility of socio-economic levers.
- Develop and improve tools that aid the integration of E/E decision-making.
- Augment in-house socio-economic knowledge applicable to programs.
- Strengthen and share databases and analytical methodologies/ techniques.
- Identify and fill knowledge gaps.
- Seek academic and private sector expertise.
- Continue to support a level of fundamental environmental research.

3) OPTIMIZE ECONOMIC BENEFITS

The contribution of departmental initiatives to economic activity, increased productivity and job creation will be optimized.

- Encourage transfer of departmental information and technology.

- Provide incentives and support for the development and use of environmentally sound technologies, goods and services.

- Identify and quantify economic dimension of departmental programs.

- Take into account economic implications when developing environmental proposals, submissions, regulations and assessments.

- Improve the marketing of the department's services.

- Demonstrate and document economically sound conservation and resource management techniques.

- Promote environmental investment.

4) BUILD CONSTITUENCY/PARTNER SUPPORT

To advance the principle of shared responsibility for E/E decision-making integration, a complementary approach to the department's external linkages/partnerships is needed.

- Understand partners' business, priorities and constraints.

- Offer assistance to partners by providing environmental services that contribute towards their economic success.

- Align initiatives to take optimal advantage of the trends/events the department is seeking to shape or influence externally.

- Adopt consensus building as a key approach.

- Emphasize specific initiatives based on tangible common efforts towards targeted end results.

- Develop mutually acceptable approaches for resolving or adapting to conflict between environmental and economic interests where it demonstrably exists.

5) ADOPT ANTICIPATORY, PREVENTATIVE AND ADAPTIVE STRATEGIES

To minimize the costs associated with "react" and "cure" the department will adopt strategies based upon anticipation, prevention and adaptation.

- Develop viable standards, objectives, guidelines and indicators.

- Monitor the effectiveness of environmental regulations on environmental quality and sustainable development and the resulting economic repercussions.

- Undertake early risk and environmental impact assessments.

- Promote the development of conservation strategies.

- Promote application of economic incentives and sanctions where appropriate.

- Promote stronger partnerships with H&W, and DIST.

- Monitor economic development trends.

6) COMMUNICATE AND EDUCATE

Making the Economy and Environment partnership work requires internal and external communications and information program strategies.

- Equip staff with tools to successfully interact, persuade or negotiate with E/E constituencies.

- Adopt common terminology within and external to the department to eliminate confusion.

- Link information/message to external interests.

- Emphasize successes, benefits, solutions to problems.

- Maximize transfer of environmental information related to economic decision-making.

- Complement information and regulatory roles of department with initiatives designed for longer-term attitudinal change.

IMPLEMENTATION FRAMEWORK

It is:
RECOMMENDED that the Deputy Minister endorse this departmental strategy and direct that it be communicated in a format suitable for promulgation throughout the Department and beyond.

To implement the strategy on a departmental scale, it is:
RECOMMENDED that the Deputy Minister authorize:

- the ADM-Planning, in collaboration with all other ADMs, the DG Communications, and the DG Personnel to:
  - establish immediately a departmental network to:
    - a) respond to enquiries/referrals on the E/E strategy.
    - b) provide on-going link among Service, regional and corporate initiatives so that
      - learning is shared
      - potential windows of opportunity are identified
      - cost-effective opportunities for complementary action are encouraged
      - consistency of departmental thrust is maintained
    - c) report departmental progress to senior management.
  - link the operational and corporate planning processes in support of Departmental consistency for the strategy.
  - develop "departmental positions" supportive of the strategy.
- the DG Communications to:
  - integrate communications on the economy and environment partnership to maximize external support for departmental objectives.
- the DG Personnel to:
  - provide support for staff orientation/skill development related to the strategy.

To implement the strategy at the program level, it is:
RECOMMENDED that the Deputy Minister authorize all ADMs, the DG Communications and the DG Personnel to incorporate the strategy into their respective planning processes to the greatest extent possible in 1988-89, and completely over the next five (5) years.

APPENDIX II

THE ENVIRONMENT ECONOMY PARTNERSHIP

A WORK PLAN PREPARED BY THE CANADIAN PARKS SERVICE

NOTE: The attached work plan was prepared at the request of the Deputy Minister. The work plan was presented at the meeting of the Environment Management Committee held March 28, 1988.

Prepared March 24, 1988

THE ENVIRONMENT ECONOMY PARTNERSHIP
A WORKPLAN PREPARED BY THE CANADIAN PARKS SERVICE

AN OVERVIEW

The Canadian Parks Service is the agency which has been entrusted by Parliament with the responsibility to protect significant examples of Canada's natural and cultural heritage and also to encourage public understanding, appreciation and enjoyment of this heritage. At present, the Service manages 34 national parks, 5 Canadian heritage rivers, 9 heritage canals, 2 cooperative heritage areas and some 83 national historic parks and sites. The parks system receives in excess of 25 million visits annually.

Important economic benefits are derived from the exercise of this mandate. Initial expenditures are made by Parks in the establishment and development of a park and in its subsequent operation and management. Visitors come to the park and in so doing spend money through the purchase of goods and services during their trip and visit to the park. Other federal departments and other levels of government often contribute in developing the transportation network and other infrastructure necessary to support higher levels of tourism. Investments are made by the private sector in response to park and visitor spending and to benefit from tourism related development opportunities. The combination of spending from all segments of activity results in increased employment opportunities, in additional revenue and flow of goods and services, and in the establishment of a viable tourism industry. In the end, these activities contribute to overall economic wealth and general welfare.

The economic benefits must however be understood as a by-product of the Canadian Parks Service's efforts to conserve and protect heritage resources which remain the first and foremost element of its mandate. It is through the performance of this mandate that positive economic benefits are realized rather than as goals in and of themselves. It is in fact the Service's long standing policy that environmental considerations will prevail in situations where economic development proposals could adversely affect the environment. As such, the policy reflects the argument that only in safeguarding the environment can long term economic welfare be achieved and sustained.

THE APPROACH

1. BUILD SUPPORT WITHIN THE DEPARTMENT

- **STRATEGIC DIRECTION:** **direction will be given using the following planning processes:**

  A - Formal

  Strategic review and direction

  Part III of the Main Estimates (E/E thrust to be addressed in section on major initiatives)

  Data call letter for program planning (program direction to include E/E initiative)

  B - Informal

  Letter from ADM to Senior Management explaining the nature and extent of Parks involvement

- **ORIENTATION:** **the following opportunities will be used to provide orientation and training:**

  Presentation at Parks Superintendents conferences

  Presentation at regional staff meetings and at various functional workshops

  Participation in interdepartmental and university seminars and workshops (e.g. conference on Aquatic Resources Management sponsored by the University of Waterloo - one of the sessions will deal with the economic benefits of water based activities in national parks)

- **DEPARTMENTAL NETWORKS:** **establish networks to build support**

  Formalize technical committee on economic methodologies

  Formalize technical subcommittees as part of current interdepartmental projects such as with the Quebec Initiatives program

BUILD SUPPORT WITHIN THE DEPARTMENT (CONT'D)

- CASE STUDIES OF SUCCESSFUL INTEGRATION OF E/E CONSIDERATIONS: **will show how resource protection practices and controlled development have resulted or will result in positive economic benefits**

Establishment of new parks of Bruce Peninsula, Mingan and South Moresby: examples where regional development and increased tourism will follow as a consequence of the acquisition and protection of a resource.

Klondike National Historic Sites program: a case where efforts to protect an historic and cultural heritage resource has resulted in a successful regional integration program and in the development of a viable economic base.

Gros Morne National Parks development: a case where the reconsideration of certain developments contained in a federal-provincial agreement will result in the selection of alternate projects more in keeping with resource conservation and with greater economic benefits to the local communities.

Canada/Alberta Cooperative effort: a coordinated effort between the Canadian Parks Service and the Province of Alberta to pursue the development of tourist facilities with consideration given to land use, tourism and economic development.

Cape Breton Island Integrated Tourism Development Strategy: a coordinated effort by Fortress of Louisbourg National Historic Park, Alexander Graham Bell National Historic Site and Cape Breton Highlands National Park to work together and with tourism partners such as DEVCO, the Province of Nova Scotia and the private sector to enhance international and domestic tourism development in this region of Atlantic Canada.

2. EXPAND SCIENCE/KNOWLEDGE BASE

- DEVELOP TOOLS

  Maintain and enhance models which measure the economic impact of Parks and visitor expenditures at the local, provincial and national levels

  As part of the reform of the federal Environment Assessment and Review Process, develop economic criteria to be used to review projects which will bring about a closer integration of environmental and economic considerations

- AUGMENT IN-HOUSE KNOWLEDGE

  Continue with workshops on the application and use of economic methods and on the revised EARP

  Reinforce commitment to E/E through the development of a long term training plan

- STRENGTHEN AND SHARE DATA BASES/METHODOLOGIES

  Finalize arrangements regarding a possible Ministerial agreement or a formal M.O.U. with Tourism Canada

  Implement attendance conversion plan to obtain a better understanding of the economic contribution of visitors at national parks and at national historic parks and sites, collect data on land-based visitors along heritage canals and improve knowledge of their recreational and expenditure patterns

  Contribute to Statistics Canada's effort to establish a satellite account on tourism expenditures

  Arrange for exchanges with the U.S. Park Service in the field of economic research (e.g. Parks is currently assisting the U.S. Department of the Interior to develop standardized models for forecasting and evaluating the economic impacts of park units)

  Encourage universities, other federal departments and other governments to conduct research, provide data on visitors and contribute to the development of methodology (e.g. survey being conducted jointly by Tourism Canada and Travel Alberta in the Four Mountain Parks)

  Finalize agreement with the Heritage Resource Centre at the University of Waterloo for the distribution of Parks' economic models

EXPAND SCIENCE/KNOWLEDGE BASE (CONT'D)

- SEEK EXPERTISE

  Co-operative agreement with the University of Waterloo has been renewed and the university will be called upon to conduct research in the fields of resource management, recreation and economic modelling.

  Cooperative agreements or memoranda of understanding have been signed to carry out projects on resource management, land use, socio-economic research and innovative methodologies with institutions of higher learning such as Dalhousie, Memorial, Acadia, Sherbrooke, Holland and the University of Alberta.

3. OPTIMIZE ECONOMIC BENEFITS

- **MARKETING:** **efforts will be directed towards improving client service, cultivating new markets for actual visitation to the parks or for constituency - building, enhancing public awareness, enhancing tourism growth and economic development, and making the most effective use of capital and operating resources.**

Conduct national market research (e.g. Parks National Market Study will provide baseline data on park users, potential users and non-users for planning, programming, communications, management decision-making and tracking)

Undertake park specific research on visitors to obtain data on visitor characteristics, origin, level of satisfaction and expenditure patterns

Provide program direction regarding the development of marketing strategies and market assessments

Proceed with on-going National Advertising Campaign announced at $2M and begun February 29, 1988 to encourage constituency growth and tourism development

Establish cooperative working relationship with tourism partners

Undertake market development demonstration projects (e.g. WRO Club Adventure Canada and ARO coordinated marketing plan for Cape Breton Highlands, Louisbourg and Alexander Graham Bell)

Conduct staff training and orientation to enhance marketing expertise in the program and encourage marketing integration into program management systems.

- ADOPT POLICIES AND PRACTICES TO ENHANCE ECONOMIC ACTIVITIES

Conduct review of all commercial leases in a manner that considers the necessity of the economic viability of businesses and their potential for growth within the framework of Parks' mandate of heritage protection

Implement a new fee policy in a manner that protects the market position of the parks and the competitiveness of the private sector established within parks

Pursue private sector involvement in the delivery of park services and the operation of park facilities

OPTIMIZE ECONOMIC BENEFITS (CONT'D)

Encourage and promote local self-government for Banff and Jasper

Complete all outstanding park management and townsite plans allowing the private sector to proceed with long-range planning

Establish boundaries for Banff and Jasper which recognize their need for growth and ensure the towns' viability as residential communities and to protect sensitive areas from encroachment

Develop new strategies to facilitate the establishment of natural parks (e.g. creation of endowment fund and land acquisition fund, designation of provincial parks and natural reserves)

Pursue cooperative initiatives with provinces such as current consultation with the Province of Alberta to develop a comprehensive approach with respect to land use, research, marketing, development and regional integration

- ECONOMIC IMPACT OF PARKS PROGRAM AND ACTIVITIES

Update report on the impact of program expenditures and visitor expenditures on the national economy (initial efforts will concentrate on including pretrip expenditures and on integrating recent data on land based use of canals, later efforts will deal with the question of private sector investment resulting from program and visitor expenditures)

Continue to assess the economic impact of all new parks and major projects to optimize economic benefits of plans and proposals - these analyses contributed to DOE's successful efforts to establish South Moresby and Bruce Peninsula national parks

- INTEGRATE ECONOMIC CONSIDERATIONS INTO PROPOSALS

Take into account economic and tourism considerations for proposed new parks

Screen all management plan options to determine the economic impact

Review all major projects from a socio-economic perspective with consideration given to mitigating measures

4. **BUILD CONSTITUENCY/PARTNER SUPPORT**

- UNDERSTAND PRIORITIES AND CONSTRAINTS OF:

A - Clients

Carry out socio-economic surveys and market research on visitor demand and satisfaction

Provide appropriate and sufficient facilities and services

Continue practice of public consultation

B - Partners

Participate with provincial agencies and local associations in developing tourism plans

Contribute to other federal departments initiatives (e.g. DIST subagreement for Forillon, consultation regarding Atlantic Opportunities and Western Diversification Initiative)

C - Stakeholders (residents, native people and business interests)

Continue to participate in or encourage the development of:

(a) Chambers of Commerce
(b) municipal advisory committees (i.e. Banff, Jasper, Wasagaming, Waskesiu, Lake Louise)
(c) liaison committees (e.g. parks boundary committee, P.A. Cottager's Association)

Pursue initiatives with respect to joint management regimes (e.g. North Yukon - native people, joint Haida/Park management for South Moresby)

- ADOPT CONSENSUS BUILDING

Pursue efforts in regional integration with respect to compatible use of adjacent lands, pollution control, traditional activities and tourism development

Cooperate with resident and native organizations to develop employment programs and tourism plans (e.g. Manitou Mounds, Louisbourg, Ellesmere Island, South Moresby)

BUILD CONSTITUENCY/PARTNER SUPPORT (CONT'D)

- DEVELOP MUTUALLY ACCEPTABLE APPROACHES

  Continue efforts to devolve and divest Parks of the responsibility for townsites and highways to effectively channel more funds into conservation and/or visitor related activities with accompanying economic benefits

  Promote sound conservation approaches when undertaking projects necessary to meet national economic objectives (e.g. twinning of CPR and trans-Canada highway)

  Develop a regional tourism plan for South Moresby

  Pursue cooperative cost-sharing agreements such as on Manitou Mounds and the Alexander Mackenzie Trail thereby promoting tourism and encouraging economic development

5. ADOPT ANTICIPATORY PREVENTATIVE AND ADAPTIVE STRATEGIES

- UNDERTAKE EARLY RISK ASSESSMENTS (All plans undergo the preliminary screening process within EARP - 700 reviews yearly)

- MONITOR ECONOMIC TRENDS

  The following are used to plan for the management and development of parks:
  a) market surveys (national and park specific),
  b) visitor surveys,
  c) tourism patterns, leisure patterns, equipment purchases

  Monitor general economic indicators such as tourism accounts and tourism expenditure patterns as part of program planning initiatives

- PROMOTE STRONGER PARTNERSHIPS

  Participate in the development of a regional tourism plan for South Moresby

Complete the implementation of the tourism subagreement in Forillon

Pursue efforts of regional integration in cooperation with residents, local organizations, provincial governments and other federal departments in areas such as land management, pollution control, traditional activities, tourism development

Finalize and implement M.O.U. with Tourism Canada

6. **COMMUNICATE AND EDUCATE**

Develop a marketing strategy and market parks

Provide orientation and training on parks marketing, marketing management and hospitality/customer service

Promote use of common concepts in economic analysis (with Government of Ontario)

Report to ADM against work plans